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KILL DEVIL
HILLS

COASTAL ZONE
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PUBLIC IMPROVEMENTS
PROGRAM

AUGUST 1979

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North Carolina Coastal Management Program

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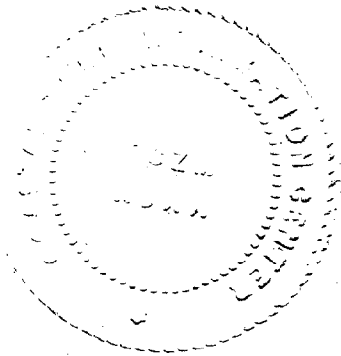
CZIC COLLECTION

PUBLIC IMPROVEMENTS PROGRAM

FOR

KILL DEVIL HILLS

COASTAL ZONE
INFORMATION CENTER



PREPARED BY:

THE ALBEMARLE REGIONAL PLANNING
AND DEVELOPMENT COMMISSION

AUGUST, 1979

NORTH CAROLINA COASTAL MANAGEMENT PROGRAM

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INTRODUCTION

The Town of Kill Devil Hills is located on the Outer Banks of Dare County. The town has experienced a steady population growth since its incorporation in 1953 and now has an estimated population of almost 850 permanent residents. The Town experiences the additional impact of a seasonal population which was estimated for 1975 to be over 10,000 persons on the peak day. Less than thirty percent of the available land in the Town is developed with seasonal and vacation cottages interspersed among permanent residences. Motels, tourist accommodations and commercial enterprises are predominantly located along the ocean beach and along the by-pass highway. The center of Kill Devil Hills is dominated by National Park Service land surrounding the Wright Brothers Memorial.

Kill Devil Hills participated in the building and development expansion which occurred during the early 1970's. Over 3 million dollars in building permits were issued by the town in 1972 but as the national economy lagged in 1973, this figure dropped to about one million dollars in 1975. Building activity has again increased since the beginning of 1976 with the lowering of interest rates.

The most severe constraints to development in Kill Devil Hills at this time are the lack of a sufficient water supply and a sewage disposal system. Kill Devil Hills joined Dare County and Nags Head in approving a bond referendum to install a fresh water supply adequate for the needs of the projected population growth. Until the water system is completed, the town will supplement its water

supply with shallow wells which have been approved by state health officials.

A central sewage treatment system to serve Kill Devil Hills, the developed areas of the northern Dare County Beaches and Roanoke Island is presently under study by engineering consultants. A central sewage system is necessary to solve existing problems with septic tanks and to accommodate desired future growth without endangering valuable estuarine waters or groundwater supplies. Until a central sewage system is available for the Town, the County septic tank regulations will maintain a control on residential density. These regulations set minimum lot sizes for new subdivisions and will prevent building on previously platted sub-standard lots until the necessary utilities are available.

Most of Kill Devil Hill's facilities and services are provided throughout the town. Some services are made possible through county or regional cooperation. The economics of scale achieved in local and regional organizations make possible a broader scope of service at decreased cost to the town.

PURPOSE AND METHODOLOGY

The Public Improvements Program is intended to provide a vehicle through which Kill Devil Hills can most economically relate public expenditures to long-range plans for necessary and desirable public improvements and most effectively utilize available fiscal resources.

Capital expenditures differ from operating expenditures in that normal operating expenditures are concerned on a day-to-day basis with maintenance of personnel, materials and supplies. A consistent policy should be followed in determining a capital item or project. Capital items generally include the following characteristics:

- 1) They have a long life (more than one year);
- 2) They are single or non-recurring costs;
- 3) They may be defined as being sufficient scale to be considered a major improvement.

The Public Improvements Program is defined as a scheduling of projects with estimated costs over the planning period of ten years. This scheduling identifies and lists all public improvements that are required to implement recommendations of the land use plan and other existing plans as well as existing and anticipated future growth needs. (See Appendix) The Public Improvements Program serves as a guide in the preparation of each yearly fiscal budget.

The first year of the Public Improvements Program should be included in the town's annual budget and the entire document revised annually. In this manner a continuous process is established so

that the advanced planning of projects is coordinated with the demands of each department of the town.

Some of the benefits to be derived from the use of this planning process are:

- 1) It helps to avoid the crises which result from the failure to expand, repair, or add needed municipal services.
- 2) It makes possible the more even scheduling of tax rates so that it would not become necessary to raise taxes inordinately within a single year.
- 3) It enables the town to make better use of its borrowing power through bond programs and to more evenly distribute the cost of providing services and facilities between the tax payers of today and tomorrow.
- 4) It allows the town to better valuation the needs and preferences of its citizens and to apply more reliable criteria to investment decisions to insure that more rational decisions are made between competing objectives.
- 5) The process allows the town to compare needed facilities, anticipate their operating costs and reduce the long term expenses of major projects through such steps as the advanced acquisition of land.

In short, The Public Improvements Program will insure that the community's resources are directed toward achieving acknowledged goals and the long range improvement of the level of municipal services.

The following procedures were used in the preparation of this report:

- 1) Planning staff analyzed previous planning documents. Specifically, the 1976 CAMA Land Use plan was reviewed and analyzed to identify all public improvements needs and to determine what improvements have been completed since 1976.
- 2) The scope of the report is limited to town department, and other areas of public concern which receive major capital outlays from the town. These include administration, recreation, and sanitation agencies.
- 3) Items included in the report were limited to a minimum cost of \$500.00 and include land acquisition, construction of facilities, major fixed equipment, initial investment in major equipment, new services or departments and other capital expenditures of public funds over and above annual operating expenditures.
- 4) Department heads and related boards, Commissioners and the Town Planning Board analyzed needs and projected capital needs over the ten year planning period. Additionally, development trends, prior plans and other sources were utilized to determine projected needs.
- 5) In prioritizing projects, urgently needed items for the protection of persons and the preservation of property took precedence over new construction or renovation to facilities for new or expanded programs.

DEPARTMENT DESCRIPTIONS

Administration

The Kill Devil Hills Municipal Building will soon be expanded to meet anticipated space requirements for the next fifty years. Presently, it houses the administration offices, police, fire, water, building inspections and other official services required to operate the town. The present facility does not contain adequate office space or the necessary space to conduct Town meetings. Construction is anticipated to begin in 1979 and be completed in 1980. Funds for the expansion were obtained through a bond referendum and it is anticipated that the new addition will cost approximately \$232,000.

Fire and Police Departments

The Kill Devil Hills Fire Department is a volunteer organization. Equipment and meeting areas are located in the municipal building. The Department will benefit greatly from the construction of the new Town Hall in that additional space will become available for equipment storage and personnel. Future requirements include ocean rescue equipment and a new fire truck. The Department anticipates using capital reserve funds to purchase the expense items such as the new truck.

The Police Department will maintain their present facilities in the Town Hall but will acquire more space when the new administrative addition is completed. Major anticipated improvements include an adequate communication system, file system, and a holding facility.

Water Department

The source of water supply for Kill Devil Hills and Nags Head is a fresh water lake located on the boundary between the towns. Both water systems were installed in 1964 and are operated separately. The water demand has overtaxed the lake to such a degree that the water level has at times been appreciably lowered. The water system must be geared to supply the local residents as well as the seasonal tourist inflow. The Town has been supplementing its water supply through a system of shallow wells and will continue to do so until the Dare County water system is completed. At that time, the Town will join Nags Head and Manteo in becoming a part of the county water system. The Town system will be used as backup in emergency situations.

Street and Sanitation Department

Using Powell Bill funds, the Street Department will continue to provide for the surfacing of streets and replace equipment as needed. Improvement requests during the planning period will involve drainage, hardsurfacing, resurfacing, and purchase of equipment. A three-sided building to protect sanitation trucks from the weather and salt spray is the major construction item. Replacement of sanitation trucks and dumpsters constitute major equipment needs during the planning period. It is anticipated that these major equipment purchases can be made through the use of a capital reserve fund.

Recreation

A concerted effort to provide an organized, comprehensive,

recreational program is now being initiated in Kill Devil Hills with the formation of a new recreation committee. The committee is now considering the recreational needs of the residents and available financial resources available to the Town to get a program underway. As of the printing of this draft report, the committee had not finalized the recreational needs of the residents.

KILL DEVIL HILLS
PUBLIC IMPROVEMENT PROGRAM
1979-1989

The following list of public improvement projects have been recommended for the continued development of the Town of Kill Devil Hills during the 1979-1989 planning period. Each project has been prioritized by department heads and various boards. The priority of each project is reflected chronologically during each fiscal year.

Police Department

<u>Fiscal Year</u>	
1979-1989	Purchase scuba unit
1979-1980	Lease one patrol car
	Purchase office equipment and furniture for records clerk
	Purchase dark room equipment for processing
	Construct holding cell facility and install minimum plumbing
	Purchase zodiack boat in conjunction with fire department
1980-1981	Purchase one four-wheel drive vehicle
	Lease one patrol car
	Install a pin system (computer system used to investigate warrants)
	Install a communication base station
1981-1982	Purchase related equipment for a crime prevention officer
	Buy ID photo equipment
	Hook-up 911 communications systems

1982-1983	Purchase equipment needed for additional personnel
1983-1984	Replace 4-wheel drive vehicle
1984-1985	Construct beach jail facility to be multi-town and Dare County facility
1986-1987	Replace patrol cars and used equipment
1988-1989	Acquire necessary equipment for additional personnel

Fire Department

1979-1980	Purchase ocean rescue equipment
	Purchase zodiack boat in conjunction with police department
1987-1988	Purchase 85 foot aerial fire trucks
1988-1989	Replace equipment as needed

Administration

1979-1980	Purchase microfiche copier
	Purchase office equipment
1980-1981	Buy or lease a computer

Sanitation Department

1979-1980	Buy sandblasting apparatus to be used in conjunction with other departments
	Purchase 30-ton jack
	Contract to rental service for 25 uniforms for workers
	Construct packer shelter and pit area w/storage space for containers
1980-1981	Buy Chevrolet pick-up with dump body
	Replace 75 foot residential truck
1981-1982	Buy wheel spin and balancing equipment
1982-1983	Replace necessary dumpster containers

1983-1984	Replace dumpster truck
1984-1985	Buy residential sanitation truck
1985-1986	Replace 1978 dumpster
1986-1987	Replace 1980 residential truck
1987-1988	Replace 1980 Chevrolet pick-up
1988-1989	Replace trucks and equipment as needed

Street Department

I-Hardsurfacing

1979-1989	Hardsurface beach access areas and parking access upon recommendations of the town
1979-1980	Clark Street from By-pass going west Archdale from By-pass east 250 feet Eighth Avenue from airstrip North
1980-1981	6th Avenue from airstrip North Wrightsville Avenue from Baum to Calvin 2nd Street from By-pass to First Flight Village
1981-1982	Raymond from Northern Boundary Line to Sea Village Subdivision 4th Avenue from Martin Street North
1982-1983	5th Avenue from Martin Street North 7th Avenue from Martin Street North 9th Avenue from Airstrip North
1983-1984	Martin South to Maxine Holly Street from Maxine to Hill
1984-1985	Hill from Holly to Dean Dean from Hill to Molly Molly from Dean to Holly
1985-1986	Hardsurface streets in new subdivisions

II-Resurfacing

- 1979-1989 Continue to resurface areas with potholes and maintain drainage
- 1979-1980 Ocean Acres Drive between Highway and Helga Street
Suffork Street
Durham Street
First Street from By-pass to Canal Drive
Bayview Drive from Kitty Hawk Drive North to town limits
- 1980-1982 Bayview from Kitty Hawk Drive to just south of Dock Street meeting previous new pavement
Croatan Drive from By-pass to sound
3rd Street between 158 Business and By-pass
Two streets in Avalon Beach Subdivision
- 1982-1984 Arch Street between 158 Business and By-pass
Ocean Acres Drive
Intersection of First and Sir Walter Road
- 1984-1985 Resurface certain streets in older subdivisions

III-Machinery

- 1979-1980 Purchase vibrating asphalt tamper (AP-2000)
Purchase lowboy trailer
Purchase tar kettle and storage tanks
- 1980-1981 Purchase small bulldozer
- 1981-1982 Replace Ford dump truck
Add new dump truck, 10-12 cubic yards
- 1983-1984 Replace street roller
Add new pick-up with dump body
Replace motor grader
- 1984-1985 Replace John Deer backhoe

IV-Storm Drainage

- 1979-1980 Clean ditch from origin along Holly then north along
 10th Avenue to Harding Street then south to
 Third Avenue
- Clean ditch from 2nd Avenue south to Atlantic
 Avenue
- 1980-1981 Clean ditch running North to South on each side of
 Carolina Blvd. from Woodmere southward to about
 Dean Street
- 1981-1982 Ditch out the south side of Goddard Street from
 west of the By-pass between Kill Devil Hills
 Galleries and Station 1 eastward
- 1982-1983 Ditch out from Wilkerson Street south to approximately
 Greensboro Street
- 1983-1984 Ditch out west of Sea Village (behind mall)
- 1984-1985 Ditch out rear property lines between Avalon Drive
 and Suffork Street
- 1985-1986 Ditch down Bickett Street to the sound
- 1986-1987 Ditch from corner of Seminole and Indian Drive to
 behind Town Hall

Water Department

I-Plant and Line System

- 1979-1989 Tie in subdivided lots with 2-inch lines to prevent
 deadends.
- Replace all hazardous fire hydrants to prevent
 accidents
- 1979-1980 Fund a caustic switchover for PH equipment
- Replace media sand filter
- Install telemetry system
- Purchase distiller 6 gallon/day capacity
- 1980-1981 Purchase new truck
- Replace micro-strainer (large capacity)
- Purchase two 25-hp pump motors to supply sand filters
- Buy microscope

1981-1982	Buy PH meter
	Buy autoclave
1982-1983	Buy incubator
	Switch to liquid alum and palamer
	1. taps 3. metering
	2. pumps 4. holding tank
1983-1984	Inspect, repair, and maintain high rise water tanks
1984-1985	Replace vehicle
1985-1986	Rebuild raw water pumps
1988-1989	Replace other vehicles and needed equipment

II-Equipment

1979-1980	Purchase backhoe
	Replace 2 pick-ups
1981-1982	Replace pumps (well point pumps 3½hp)
1983-1984	Replace 79-80 trucks (2)
1985-1986	Purchase tap machine

POSSIBLE METHODS OF FINANCING

Current Revenue

General current revenues refers to money that the unit raises from local recurring revenue sources, including the property tax. Moreover, it includes such state shared revenues as the intangibles, franchise, sales, gasoline and beverage taxes. Most general current revenue received by a unit goes for operating expenditures, but some of it is often used to finance capital outlays and projects on a pay-as-you-go basis.

It has been a policy of Kill Devil Hills to finance its administration as far as possible on a pay-as-you-go basis. The Town has been able to do this in the past in a large degree due to income from taxation. There is every reason to believe that Kill Devil Hills' sound fiscal posture will continue, and a major purpose of the public improvements program is to insure that this posture remains intact.

Pay-as-you-go financing with general current revenues for capital purposes can be done on a partial or a full basis. Full pay-as-you-go financing from general current revenue is most typical for equipment purchases, land purchases, and remodeling or minor construction projects. Partial pay-as-you-go financing from general current revenue is used most often for a major capital construction project for which the unit can get a federal or state grant to cover a substantial part of the cost. The balance of the project cost is then financed from general current revenue.

Bonds

Of course there are limits to the ability of the current funding policy to cope with the requirements of capital outlay, and when long term financing of a project is required, it becomes necessary to sell bonds. The amount of current revenue available is still a vital factor since it is from this source that debt service payments must be made.

Bond proceeds can include money raised from either general obligation bonds or revenue bonds. General obligation bonds are backed by the town's full taxing power or full faith and credit and therefore they carry a lower interest cost than revenue bonds. About 95 per cent of the outstanding local government bonds in North Carolina are general obligation bonds.

Revenue bonds are backed by the net earnings or income of a revenue producing public enterprise or facility rather than the unit's general tax power. Therefore, revenue bonds carry a higher interest cost, and they can be used only when the facility being financed with the bonds produces annual revenue or income. This revenue or income must be enough to meet debt service, cover operating expenses, and build a reserve that in time can be used to replace depreciated assets used in the facility.

Enterprise Revenue

County and Municipal governments in North Carolina can operate systems for water supply and distribution, sanitation, airports and others. Public enterprises are financed partly or wholly by user charges. User charges for some public enterprises fail to cover full costs. On the other hand user charges from enter-

prises from water generate revenue in very generous financial ways.

Other Methods of Funding

Such methods include Capital Reserves, Federal Revenue-Sharing and Grants or Gifts. North Carolina law authorizes local governments to establish such reserves for any purpose for which they may issue bonds, which means that capital reserves can be used to finance any capital outlay or project. Once a reserve is established, money can be accumulated in it by appropriation to the reserve from current revenues, by transfers of money from other funds, and through interest earnings of the investments made with money in the reserve. When the reserve is large enough to pay for a project or outlay, it is expended on the project. In reserve financing, annual installment payments are made before the capital item is acquired, while in borrowing or bond financing, the annual debt service payments are made after the capital item has been acquired.

Capital reserve financing is feasible when a unit of government perceives a capital need that is not immediate, so that it can accumulate money in the reserve for several years before meeting the need. Whether this method will work depends on how stable the construction dollar is. Capital reserves are used most often to accumulate the local match required to secure federal or state aid available for capital projects.

Federal Revenue-Sharing is available now; however, certain legislative actions toward reduction or cancellation could affect the amount governments can receive. According to a formula, a recipient's population, per capita income and tax efforts are

considered. Federal Revenue Sharing allows local units to spend revenue sharing money for any purpose allowed by State and Local law. For nonrecurring capital projects or outlays, the balance can be brought forward under Revenue Sharing.

Grants and gifts are placed last among the various funding sources, though they may not be the least. Some state and many federal grants are available to counties for partial or full funding of local capital project and outlay needs. As an example, the U. S. Department of Housing and Urban Development makes Community Development Block Grants available to cities and counties to fund urban renewal, public housing, and other local facilities. Many more federal and state grants are available to help units finance their capital needs.

North Carolina cities and counties also occasionally receive monetary gifts from private individuals, foundations, and corporations, and these are often used to finance capital projects or outlays. Sometimes the money from these gifts is earmarked, that is, it must be used for a particular capital purpose. With other gifts, the money is not earmarked and it can be applied to finance any project or outlay.

A P P E N D I X

OVERVIEW OF OPINIONS
TAKEN FROM THE 1976 COASTAL AREA MANAGEMENT ACT
LAND USE PLAN

The following questions and results are taken from a questionnaire issued by the Dare County Citizens Advisory Committee during the 1976 Coastal Area Management Act planning process. The Dare County Citizens Survey reflects the desires and needs of two different areas of Dare County; the residents of the mainland, (to include Roanoke Island), and the residents of the Outer Banks.

According to the Citizens Survey results, Roanoke Island and the Mainland differed in varying degrees to the residents of the Outer Banks in a few aspects.

Relatively speaking, Outer Banks residents surveyed were:

- 1) older and more dependent on retirement income.
- 2) attracted to Dare County by the environment.
- 3) vitally concerned with all environmental problems in the survey.
- 4) opposed to all industrial endeavors.
- 5) more concerned with an adequate sewage and water supply, over-commercialization, and adequate medical facilities.
- 6) less concerned with the lack of job diversification, lack of access to the water, lack of conveniences, and lack of tourist facilities.

72.2% of the residents surveyed were not born in Dare County.

The qualities which attracted them to Dare County are:

- 1) Freedom from pollution and population pressures
- 2) The natural environment and associated recreational activities
- 3) Slow pace of living

Of those qualities which attracted them, the two which they are most likely to lose are:

- 1) Freedom from pollution
- 2) Slow pace of living

Dare County citizens are concerned with the following problem areas:

- 1) Lack of medical services
- 2) Pollution of oceans and sounds
- 3) Small lots and crowded developments
- 4) Destruction of dunes and beaches
- 5) Erosion by wind and water
- 6) An adequate water supply
- 7) Sewage disposal
- 8) Limitation on building height
- 9) Commercialization
- 10) High rise construction

Factors which present no problems are:

- 1) Lack of usable land to accommodate growth
- 2) Lack of comforts or conveniences

- 3) Lack of job diversification
- 4) Traffic congestion

The major factors which the Dare County residents feel should be strongly encouraged are:

- 1) Preservation of open space
- 2) Preservation of wildlife habitat
- 3) Soil conservation
- 4) Regulation of dunes and shoreline
- 5) Fishing and related industry
- 6) Protection of residential areas from encroachment
- 7) Single-family residences
- 8) New and improved cultural facilities

Factors which are strongly discouraged are:

- 1) High rise residences
- 2) Heavy industry
- 3) Low rise multi-family residences

Dare County residents strongly agree with the following statements:

- 1) We must control growth to allow services to keep pace with the need.
- 2) Planning can minimize conflict between economic development and environmental protection.
- 3) We must control natural resources to keep Dare County a tourist attraction.
- 4) New industry locating in Dare County should be required to file an Environmental Impact Statement.

5. We should give high priority to improved community or county services.

POLICIES TAKEN FROM THE
1976 CAMA LAND USE PLAN

The Kill Devil Hills Planning Board has adopted the following policy objectives to guide development within the Planning Jurisdiction of Kill Devil Hills consistent with the goals of the Dare County Land Use Plan.

Economic Policy Objectives:

- 1) To promote tourism as the major industry of the community.
- 2) To encourage extension of the tourist season into the spring and fall months.
- 3) To encourage permanent residential development which will attract more year-round residents.
- 4) To promote wise development which will protect the unique and fragile environment of Kill Devil Hills.

Urban Growth Policy Objectives:

- 1) To insure planned, orderly development for the most efficient utilization of suitable land within the Town.
- 2) To provide for the separation of incompatible uses such as commercial and residential areas by the use of natural barriers and open spaces.
- 3) To identify and consolidate centralized and compact business areas.
- 4) To encourage future residential development which will provide more useable open space and more cost effective utilization of municipal services through clustered growth.

5) To encourage the location of a suitable site for non-polluting service industries to support the tourist and development sector.

6) To encourage the development of a community-wide recreation program which will provide community parks, bike trails, oceanfront access and other appropriate facilities.

7) To encourage and reinforce the family beach atmosphere that makes Kill Devil Hills a pleasant place to live and to visit.

Institutional Policy Objectives:

1) To work for closer cooperation with Dare County and with adjacent municipalities.

2) To improve municipal services and governmental organization for better responsiveness to public needs.

ENVIRONMENTAL ASSESSMENT
KILL DEVIL HILLS PUBLIC IMPROVEMENT PROGRAM
1979-1989

Project Description

This Public Improvements Program is intended to provide a vehicle through which Kill Devil Hills can most economically relate public expenditures to longer range plans for necessary and desirable public improvements. The program is defined as a scheduling of projects over a ten year planning period. This scheduling identifies and lists all public or capital improvements that are required to implement recommendations of the land use plan and that are necessary for anticipated growth.

Environmental Impact of Proposed Program

The production of a Public Improvements Program will have no adverse effect upon the environment. This project is simply a listing to determine County needs during the planning period. Certain recommendations made in the program may indirectly need some form of assessment as each project within the program is undertaken. If implemented, the long term effect of the majority of these projects will be beneficial to the environment. There may be some minimal short-term negative effects such as temporary site disturbances due to construction or rehabilitation activities.

Alternatives to the Program

The alternative to a Public Improvement Program is no Public Improvement Program. Without the program, the Town would have no

guide toward implementing capital projects, many of which will be beneficial to the environment.

Relationship of Short-Term to Long-Term Effects on the Environment

Public Improvement projects in this document are recommended over a ten year planning period. The short-term effect of possible temporary site disturbances necessitated through the implementation of some projects are vastly out weighed by the positive long-term effects of the projects.

Irreversible Commitments of Resources

Cannot be determined until individual projects are implemented.

Federal, State & Local Environmental Controls

Any temporary site disturbing activity associated with renovation or new construction projects will be in conformance with all applicable federal, state and local laws.

US Department of Commerce
NOAA Coastal Services Center Library
2234 South Hobson Avenue
Charleston, SC 29405-2413

